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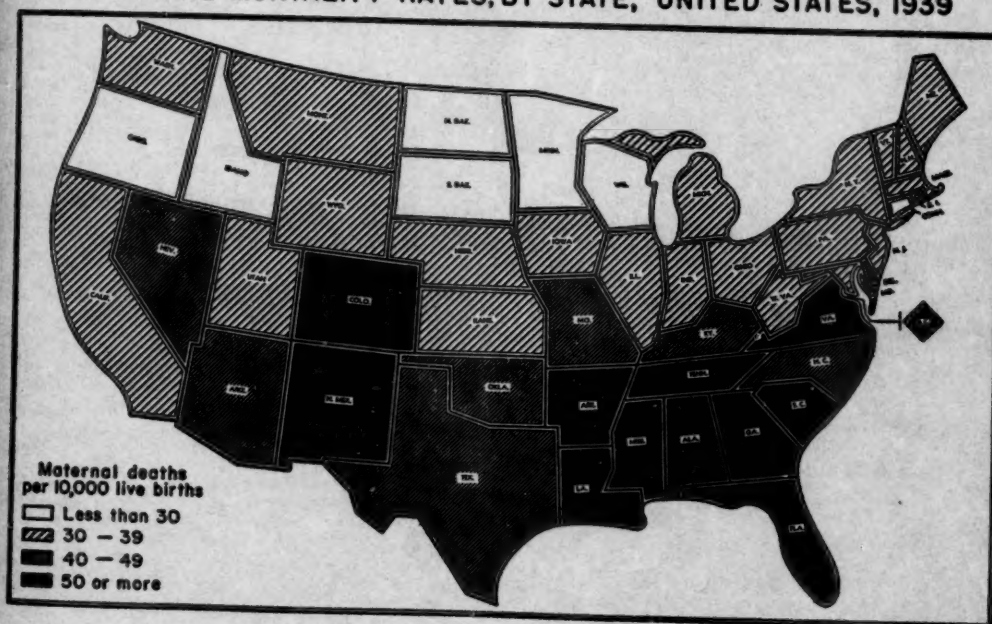
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# CHILD

\*\*\* Monthly Bulletin \*\*\*

MATERNAL MORTALITY RATES, BY STATE; UNITED STATES, 1939



U. S. DEPARTMENT OF LABOR  
CHILDREN'S BUREAU

FEBRUARY 1941

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# THE CHILD

## MONTHLY BULLETIN

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• **BIRTH** •

• **GROWTH** •

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## Maternal and Infant Mortality in 1939 Lowest on Record

BY ELIZABETH C. TANDY, Sc. D.

*Consultant on Infant and Maternal Mortality and Stillbirth Statistics, Division of Statistical Research, U. S. Children's Bureau*

**M**ATERNAL- and infant-mortality statistics for 1939 have just been issued by the United States Bureau of the Census. The maternal mortality rate for the year was 40 per 10,000 live births. The infant mortality rate was 48 per 1,000 live births. These are the lowest maternal and infant mortality rates on record for the United States. (The record covers the years 1915-39.)

The maternal mortality for 1939 was 9 percent lower than that for 1938 and 32 percent lower than that for 1934 (the year before the passage of the Social Security Act). The infant mortality rate for 1939 was 6 percent lower than that for 1938 and 20 percent lower than that for 1934. During the period 1930-34 the maternal mortality rate dropped only 12 percent; the infant mortality rate, only 8 percent. It will be noted that the decreases in both maternal and infant mortality rates have been greater during the 5 years of Federal and State cooperation under the Social Security Act than during the 5 previous years. The well-marked reductions indicate that work for improvement in maternal and child health is being successfully carried forward.

During the years in which reductions of considerable magnitude have been attained in maternal and infant mortality rates the decrease in the general death rate has been relatively small. The death rate from all causes for persons of all ages was 10.6 per 1,000 population in 1939 as compared with 10.7 in 1938. The decrease since 1934, when the

rate was 11.1, amounts to only 5 percent. These general death rates are based on population estimates that take into consideration provisional population figures from the 1940 census.<sup>1</sup>

The birth rate for 1939 was 17.3 per 1,000 population. This is a slightly lower rate than that for 1938 (17.6) but a higher rate than that of any year from 1933 to 1937. These rates are also based on population estimates that take into consideration provisional population figures from the 1940 census.

### MATERNAL DEATHS

In 1939, 9,151 women died from conditions directly due to pregnancy and childbirth; 6,995 of these women were white women, 2,083 were Negro, and 73 were women of other races. The maternal mortality rate for Negro women (77) was more than double the rate for white women (35). The mortality rates for both white and Negro women have decreased, but the decrease during the years of cooperation

<sup>1</sup> The information from the 1940 census is being released by the Bureau of the Census as it becomes available. The total population of the United States in 1940, as enumerated in the census, was 131,669,275. Preliminary figures based on a 5 percent cross section of the population show that there were about 45,461,000 persons under 20 years of age, 30,697,000 under 14 years, and 10,598,000 under 5 years of age in the United States in 1940.

The population of the United States was about 9 million greater in 1940 than in 1930, but there were about 3 million fewer children under 14 years and almost 1 million fewer children under 5 years in the United States in 1940 than in 1930. The smaller numbers in the child population in 1940 are a direct result of the decrease in the birth rate. In the past 25 years the birth rate has declined by more than one-fourth. This decrease has been compensated for only in small part by the reduction of 52 percent in the infant mortality rate.



under the Social Security Act has been greater among white women (35 percent) than among Negro (17 percent) (fig. 1 and table 1).

TABLE 1.—Maternal mortality rates,<sup>1</sup> by race; United States expanding birth-registration area, 1930-39

Year	Total	White	Negro
1939	40	35	77
1938	44	38	86
1937	49	44	86
1936	57	51	98
1935	58	53	95
1934	59	54	93
1933	62	56	100
1932	63	58	100
1931	66	60	112
1930	67	61	119

<sup>1</sup> Maternal deaths per 10,000 live births.

The maternal mortality rates for the States vary widely. Seven States had rates of less than 30 per 10,000 live births; 22 had rates of 30 to 39; 8, 40 to 49; and 12 had rates of 50 or higher. The States with the highest rates were Florida (65) and Louisiana (62). The States with the lowest rates were Idaho (22), North Dakota (24), and Oregon (24). The rate of Idaho is the lowest rate ever recorded for any State (fig. 2, see cover, and table 2).

In 31 States and the District of Columbia the maternal mortality rates were lower than in

1938, in 12 States the rates were higher, and in 5 States the rate was the same as that of the prior year. In none of the States with increases was the increase sufficient to be statistically significant in view of the number of live births involved. Statistically significant decreases occurred in 6 States: Georgia, Idaho,

TREND OF MATERNAL MORTALITY RATES, BY RACE; UNITED STATES EXPANDING BIRTH-REGISTRATION AREA, 1930-39

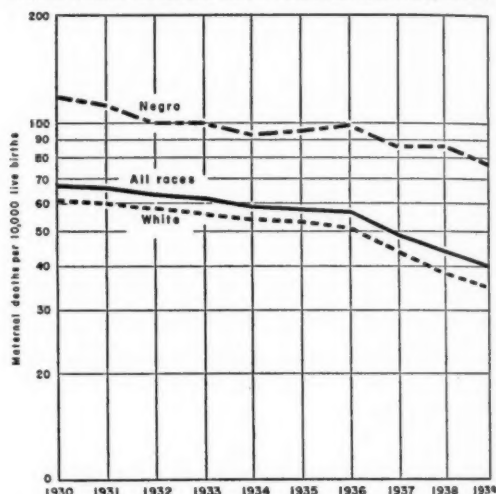


FIGURE 1.

TABLE 2.—Maternal mortality rates, by State; United States, 1939 and 1938

State (number of deaths in 1939)	Maternal mortality rate <sup>1</sup>		State (number of deaths in 1939)	Maternal mortality rate <sup>1</sup>	
	1939	1938		1939	1938
United States (9,151)	40	44	Montana (35)	32	33
Alabama (361)	59	68	Nebraska (78)	35	35
Arizona (48)	44	48	Nevada (8)	41	32
Arkansas (202)	57	55	New Hampshire (27)	34	38
California (321)	31	33	New Jersey (182)	32	37
Colorado (111)	54	45	New Mexico (71)	50	57
Connecticut (60)	26	26	New York (603)	32	38
Delaware (18)	41	46	North Carolina (374)	47	53
District of Columbia (73)	52	56	North Dakota (32)	24	24
Florida (211)	65	75	Ohio (424)	39	38
Georgia (362)	56	67	Oklahoma (176)	40	42
Idaho (24)	22	41	Oregon (40)	24	35
Illinois (370)	31	34	Pennsylvania (613)	38	39
Indiana (210)	36	37	Rhode Island (35)	34	28
Iowa (131)	30	33	South Carolina (253)	29	79
Kansas (108)	37	41	South Dakota (34)	29	36
Kentucky (262)	43	42	Tennessee (297)	56	56
Louisiana (302)	62	50	Texas (590)	40	56
Maine (59)	39	46	Utah (40)	31	30
Maryland (105)	37	38	Vermont (23)	36	37
Massachusetts (224)	35	39	Virginia (268)	51	53
Michigan (289)	31	37	Washington (95)	36	33
Minnesota (148)	29	28	West Virginia (136)	33	39
Mississippi (307)	59	50	Wisconsin (151)	28	29
Missouri (243)	41	39	Wyoming (17)	35	32

<sup>1</sup> Maternal deaths per 10,000 live births.

Michigan, New York, South Carolina, and Texas.

More detailed information is available on the causes of maternal death in 1939 than in previous years, for the deaths of 1939 were tabulated in accordance with the 1938 revision of the International List of Causes of Death. The section on causes of maternal deaths was designed to afford information in accordance with recommendations of the American Committee on Maternal Welfare. Deaths certified as due to criminal abortion are now classified as maternal deaths. (Such deaths were classified as homicide in earlier revisions of the International List; as they numbered only 157 in 1939, their inclusion does not materially affect comparability of maternal deaths with those of prior years.)

About three-fifths (5,613) of the 9,151 women whose deaths were classified as maternal in 1939 died during or after childbirth, but 24 percent (2,160) died during or after abortion or ectopic gestation, and 15 percent (1,378) died undelivered. The term "childbirth" in the 1938 revision of the International List is defined as the termination of a uterine pregnancy after 7 lunar months (28 weeks) or more of gestation.

Abortion is defined as the termination of a uterine pregnancy prior to 7 lunar months (28 weeks) of gestation. It is pointed out that deaths from ectopic pregnancy usually occur at an early period of gestation during or after the expulsion or extraction of the extrauterine product.

Of the 5,613 women who died during or after childbirth, 42 percent (2,353) died from infection, 29 percent (1,617) from hemorrhage, trauma, or shock, 20 percent (1,149) from toxemias of pregnancy, and 9 percent (494) from other and unspecified conditions of childbirth and the puerperium (table 3).

Of the 2,160 women whose deaths are considered under the heading abortion and ectopic gestation 1,786 died after the expulsion or extraction of a uterine product, but the products of 374 were extrauterine. Infection was the cause of more than two-thirds of these deaths. Two hundred and twenty of these abortions were stated to have been self-induced; only 157 were stated to have been induced for nontherapeutic reasons by persons other than the woman herself. (Practically all (351) of these 377 women who had had self-induced or criminal abortions died from infection.) Toxemias of

TABLE 3.—Maternal deaths from each cause, and time of death with respect to delivery; United States, 1939

Cause of death	Total	Abortion and ectopic gestation	Before delivery	During or after childbirth
Number				
All causes.....	9,151	2,160	1,378	5,613
Infection.....	3,834	1,481		2,353
Toxemias of pregnancy.....	2,232	93	990	1,149
Eclampsia.....	1,135		429	706
Albuminuria and nephritis.....	551		258	293
Other toxemias.....	546	93	303	150
Hemorrhage, trauma, and shock.....	1,808	130	61	1,617
Other specified causes.....	471	456		15
Cause not stated.....	806		327	479
Percent distribution				
All causes.....	100	100	100	100
Infection.....	42	69		42
Toxemias of pregnancy.....	24	4	72	20
Eclampsia.....	12		31	12
Albuminuria and nephritis.....	6		19	5
Other toxemias.....	6	4	22	3
Hemorrhage, trauma, and shock.....	20	6	4	29
Other specified causes.....	5	21		(1)
Cause not stated.....	9		24	9

<sup>1</sup> Less than 1 percent.

pregnancy were the cause of only 93 of these 2,160 deaths.

About three-fourths of the 1,378 women who died undelivered died from toxemias of pregnancy; 61 died from hemorrhage. For 327 of these deaths the physician gave no real information as to the cause but merely entered the fact of pregnancy or that the mother died before the baby was born.

*The principal causes of death* were infection, toxemias of pregnancy, and hemorrhage, trauma and shock. These three causes were responsible for 86 percent of the 9,151 maternal deaths.

Infection was responsible for 42 percent of the 9,151 deaths. Most of the women who died from this cause died during or after childbirth but 1,393 died during or after abortion and 88 women, from ectopic gestation. In the majority of instances death was due to infection classified as general or local, but thrombophlebitis, embolism, and sudden death were responsible for 715 deaths and pyelitis and pyelonephritis for 112.

Toxemias of pregnancy were responsible for 24 percent (2,232) of the 9,151 deaths. Slightly more than half of these 2,232 women died during or after childbirth, 44 percent died before delivery, and 4 percent during or after abortion. Eclampsia was responsible for 51 percent of these deaths, albuminuria and nephritis not specified as chronic for 25 percent, and other toxemias for 24 percent.

Hemorrhage, trauma, and shock were responsible for 20 percent (1,808) of the 9,151 deaths. Most of these 1,808 deaths occurred during or after childbirth, but 130 were due to hemorrhage during or after abortion and 61, to hemorrhage of pregnancy. Placenta previa was mentioned for 288 of these 1,808 deaths; premature separation of the normally implanted placenta, for 196.

Deaths shown as due to other specified causes numbered 471. Of these deaths 170 were from abortion, 286 from ectopic gestation, 2 from infection of the breast during lactation, and 13 from psychosis of the puerperium. It appears probable that most of the deaths that followed abortion and most of the deaths from ectopic gestation were really due either to

infection or to hemorrhage, trauma, and shock.

Physicians failed to give satisfactory information as to cause of death for 9 percent (806) of the 9,151 maternal deaths. These deaths include 327 that occurred before delivery for which the physician stated the cause in general terms such as pregnancy, multiple pregnancy, or dead fetus in utero, and 479 that occurred during or after childbirth for which the physician's statement indicated little more than that a child had been born to the mother and that the birth was the most important factor in the death. The lack of information for these considerable numbers of deaths calls attention to the need for improvement in stating cause on the death certificates.

#### INFANT DEATHS

The number of infant deaths in 1939 was 108,846. Slightly more than half (53 percent—57,778) of these infants died in rural areas; slightly less than half (47 percent—51,068) died in urban areas, that is, in cities of 10,000 or more population. Of the infants who died in their first year of life 87,841 were white, 19,755 were Negro, and 1,250 were of other races.

The infant mortality rates for both urban and rural areas and for both white and Negro infants have decreased markedly in recent years. The 1939 rates in urban areas (45) and rural areas (51) and for white (44) and Negro infants (73) are all-time low records. It is noteworthy, however, that the rate in rural areas is somewhat higher than the rate in cities and that the rate for Negroes is considerably higher than that for white infants (table 4).

TABLE 4.—*Infant mortality rates,<sup>1</sup> by area and race; United States expanding birth-registration area, 1930-39*

Year	Total	Urban areas	Rural areas	White infants	Negro infants
1939.....	48	45	51	44	73
1938.....	51	48	54	47	78
1937.....	54	52	57	50	82
1936.....	57	55	59	53	86
1935.....	56	54	57	52	82
1934.....	60	58	62	55	91
1933.....	58	57	59	53	85
1932.....	68	67	68	53	94
1931.....	62	61	62	57	90
1930.....	65	63	66	60	100

<sup>1</sup> Deaths in the first year of life per 1,000 live births.

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<sup>1</sup> Dea



The infant mortality rates of the States varied widely. Oregon set a new all-time low record for States (35); two States, Connecticut and Minnesota, had rates of 36. At the other end of the scale were Arizona with a rate of 94 and New Mexico with a rate of 109. Thirteen States had rates of less than 40 per 1,000 live births, 23 had rates of 40 to 54, 11 had rates from 55 to 69, and 2 had rates of 70 or more. Ten of the 13 States that had rates of 55 or higher in 1939 were Southern States, 3 were Western States (fig. 3, p. 195, and table 5).

TABLE 5.—*Infant mortality rates, by State; United States, 1939 and 1938*

State (number of deaths in 1939)	Infant mortality rate <sup>1</sup>	
	1939	1938
United States (108,846).....	48	51
Alabama (3,675).....	60	61
Arizona (1,031).....	94	99
Arkansas (1,637).....	46	51
California (4,385).....	42	44
Colorado (1,134).....	55	60
Connecticut (842).....	36	36
Delaware (193).....	44	53
District of Columbia (669).....	48	48
Florida (1,822).....	56	58
Georgia (3,780).....	58	68
Idaho (508).....	46	45
Illinois (4,474).....	38	41
Indiana (2,302).....	39	43
Iowa (1,697).....	39	41
Kansas (1,146).....	39	43
Kentucky (3,187).....	53	61
Louisiana (3,977).....	63	67
Maine (785).....	52	56
Maryland (1,422).....	50	56
Massachusetts (2,358).....	37	40
Michigan (3,955).....	42	45
Minnesota (1,798).....	36	39
Mississippi (2,907).....	56	57
Missouri (2,655).....	45	52
Montana (534).....	49	46
Nebraska (816).....	37	36
Nevada (87).....	45	48
New Hampshire (363).....	46	48
New Jersey (2,184).....	39	40
New Mexico (1,549).....	109	109
New York (7,370).....	39	41
North Carolina (4,683).....	59	69
North Dakota (645).....	49	50
Ohio (4,691).....	43	43
Oklahoma (2,162).....	50	49
Oregon (593).....	35	39
Pennsylvania (7,343).....	46	46
Rhode Island (412).....	39	44
South Carolina (2,834).....	66	80
South Dakota (481).....	41	44
Tennessee (2,874).....	54	63
Texas (8,110).....	67	65
Utah (514).....	40	47
Vermont (291).....	46	48
Virginia (3,221).....	61	66
Washington (976).....	37	39
West Virginia (2,272).....	55	62
Wisconsin (2,179).....	40	42
Wyoming (223).....	46	52

<sup>1</sup> Deaths in the first year of life per 1,000 live births.

In 39 States infant mortality rates were lower in 1939 than in 1938; in 5 States the rates were higher; in 4 States and the District of Columbia the rates were the same as in 1938. Statistical test shows that in none of the 5 States with higher rates were the increases sufficient to be statistically significant in view of the number of births involved. Statistically significant decreases occurred in 20 States. These States are: Arkansas, Colorado, Georgia, Illinois, Indiana, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Missouri, New York, North Carolina, South Carolina, Tennessee, Utah, Virginia, and West Virginia.

#### BIRTHS

The number of live births registered in 1939 was 2,265,588. About half (1,138,185) of these births occurred in rural areas; the other half (1,127,403) in urban areas, that is, in cities of 10,000 or more population. Of the infants whose births were registered, 1,982,671 (87 percent) were white; 270,060 (12 percent) were Negro; 12,857 (1 percent) were of other races.

Physicians attended 90 percent of these births, but almost a quarter of a million births (221,231) were attended by midwives and other nonmedical persons. Relatively few births in cities (2 percent) and relatively few births of white infants (4 percent) were attended by nonmedical persons, but the proportion in rural areas was 17 percent and that for Negro infants, 53 percent.

Slightly more than half (51 percent) of all the births in the United States occurred in hospitals; but 81 percent of all the births in cities occurred in hospitals in contrast to 22 percent of the births in rural areas. Of all white infants 55 percent were born in hospitals; of Negro infants, 23 percent.

The proportion of births in hospitals has increased considerably during the period of record. In 1935 (the first year for which information on attendant at birth was issued by the Bureau of the Census) 37 percent of the live births occurred in hospitals as compared with 51 percent in 1939. There has been a slight decrease in the proportion of births at-

tended by nonmedical persons during these years; it was 12 percent in 1935 compared with 10 percent in 1939. The decrease in births attended by physicians in homes is well marked; the proportion dropped from 51 percent in 1935 to 39 percent in 1939 (fig. 4).

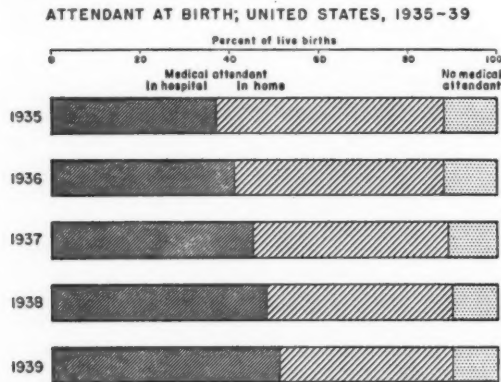


FIGURE 4.

In the District of Columbia and the highly urbanized States of New York, Massachusetts, Connecticut, New Jersey, and Rhode Island, and in the far western States of Washington, Oregon, California, and Nevada three-fourths or more of the births in 1939 occurred in hospitals, and relatively few failed to receive medical attention (in none of these States was the proportion of births attended by non-medical persons as high as 3 percent). In Alabama, Arkansas, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and West Virginia (these are States where many births occur in rural areas and many Negro infants are born) less than one-fourth of all the births occurred in hospitals. In each of these States except Kentucky and West Virginia, 25 percent or more of the infants were born without medical attention; these States include Mississippi, where 49 percent of the births were not attended by physicians, South Carolina (45 percent), Georgia (37 percent), Alabama (34 percent), North Carolina (26 percent), Arkansas (25 percent). These States that had relatively few births in hospitals and many births not attended by physicians were States that had high infant and maternal

mortality rates. Practically all the States that had a large proportion of births in hospitals and few births attended by nonmedical persons had mortality rates for their mothers and infants lower than those for the United States as a whole (fig. 5 and table 6).

TABLE 6.—Attendant at birth, by State; United States, 1939

State (number of live births in 1939)	Percent attended by—		
	Physician		Nonmedical person
	In hospital	In home	
United States (2,265,588).....	51.1	39.1	9.7
Alabama (61,385).....	17.5	48.3	34.2
Arizona (10,928).....	52.2	38.9	8.9
Arkansas (35,565).....	14.2	60.5	25.3
California (103,453).....	82.8	16.2	.9
Colorado (20,692).....	55.7	42.8	1.5
Connecticut (23,463).....	87.9	11.3	.7
Delaware (4,384).....	63.8	25.1	11.1
District of Columbia (14,037).....	89.9	10.1	.....
Florida (32,328).....	38.5	34.0	27.4
Georgia (64,781).....	24.3	38.8	36.9
Idaho (11,068).....	55.3	44.3	.4
Illinois (117,841).....	69.5	30.0	.5
Indiana (28,349).....	46.6	53.1	.3
Iowa (43,765).....	52.7	47.1	.1
Kansas (29,115).....	47.2	52.6	.2
Kentucky (60,587).....	15.6	65.9	18.5
Louisiana (48,844).....	36.3	30.1	33.6
Maine (14,987).....	43.2	56.8	.....
Maryland (28,291).....	54.6	37.2	8.2
Massachusetts (63,657).....	81.5	18.2	.3
Michigan (94,418).....	57.2	42.3	.6
Minnesota (50,237).....	63.9	34.3	1.7
Mississippi (51,721).....	11.6	39.0	49.3
Missouri (58,876).....	44.7	50.8	4.5
Montana (10,897).....	72.6	28.5	1.9
Nebraska (22,338).....	47.7	52.1	.1
Nevada (1,940).....	75.5	22.2	2.2
New Hampshire (7,934).....	70.8	29.1	.1
New Jersey (56,379).....	80.4	16.8	2.8
New Mexico (14,215).....	25.2	42.6	32.3
New York (187,575).....	84.6	14.4	1.0
North Carolina (79,149).....	21.2	52.8	26.1
North Dakota (13,158).....	54.2	39.6	6.3
Ohio (109,272).....	57.1	42.7	.1
Oklahoma (43,471).....	31.8	64.1	4.2
Oregon (16,715).....	78.5	21.2	.4
Pennsylvania (161,049).....	57.7	41.6	.6
Rhode Island (10,444).....	75.3	23.4	1.3
South Carolina (42,811).....	16.0	38.9	45.1
South Dakota (11,616).....	51.0	47.9	1.1
Tennessee (53,353).....	25.1	63.5	11.4
Texas (121,049).....	37.5	46.0	16.5
Utah (13,007).....	62.6	36.4	1.0
Vermont (6,375).....	50.7	49.2	.1
Virginia (52,921).....	24.9	49.5	25.6
Washington (26,538).....	83.0	16.9	.1
West Virginia (41,545).....	16.3	78.1	5.6
Wisconsin (54,168).....	63.5	45.8	.7
Wyoming (4,897).....	58.5	40.6	.9

## SUMMARY

The reductions in maternal and infant mortality rates attained in 1939 and in all the 5 years

# INFANT MORTALITY RATES, BY STATE; UNITED STATES, 1939

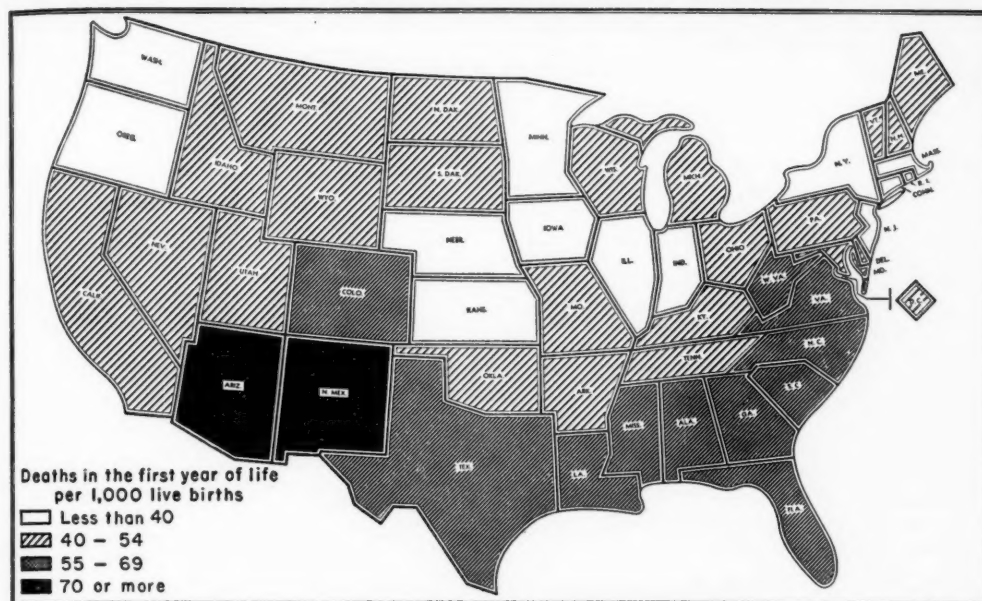


FIGURE 3.

# PERCENTAGE OF LIVE BIRTHS THAT OCCURRED IN HOSPITALS IN EACH STATE; UNITED STATES, 1939

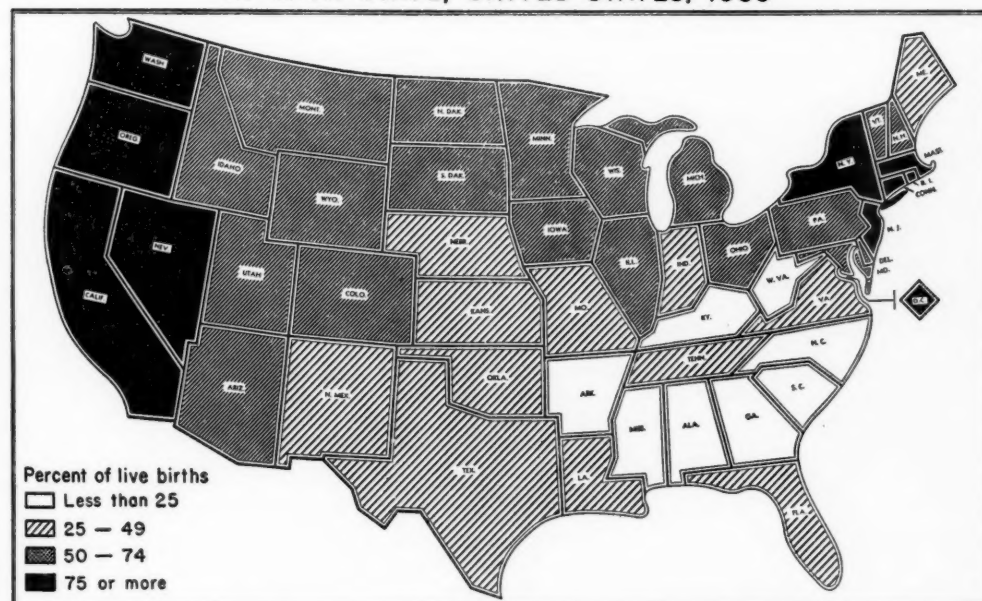


FIGURE 5.

of Federal and State cooperation under the Social Security Act are well marked. Eleven thousand mothers and 75,000 babies were saved during the period 1935-39 who would have died had mortality rates of 1934 prevailed throughout, and 800 mothers and 6,700 babies were saved in 1939 who would have died had mortal-

ity been as high in that year as it was in 1938.

Much remains to be done: many needless deaths occur each year, especially among the Negroes. The accomplishments of recent years, however, may well give encouragement to all who are working to improve the health situation of mothers and babies.

## BOOK NOTES

### Nutrition

**FEEDING THE FAMILY**, by Mary S. Rose. Fourth edition. Macmillan Co., New York, 1940. 421 pp. \$5. (College edition \$3.75.)

**FOOD, NUTRITION AND HEALTH**, by E. V. McCollum and J. Ernestine Becker. Fifth edition. Published by the authors, East End Post Station, Baltimore, Md., 1940. 128 pp. \$1.50.

**ESSENTIALS OF NUTRITION**, by Henry C. Sherman and Caroline S. Lanford. Macmillan Co., New York, 1940. 418 pp. \$3.50.

**THE AMERICAN AND HIS FOOD**, by Richard O. Cummings. University of Chicago Press, Chicago, 1940. 267 pp. \$2.50.

All these books are written in nontechnical language. The first two are current editions of popular nutrition books that have met the test of time.

**FEEDING THE FAMILY**, which is set in large type with many attractive illustrations and which deals with the food needs of various members of the family group, is likely to appeal to heads of households faced with the very task indicated by the title.

**FOOD, NUTRITION AND HEALTH** is a compact volume that strikes a modern note by beginning with the vitamins and proceeding to the other essential dietary factors; it deals with the nutrition problems of whole populations as well as of the individual.

**ESSENTIALS OF NUTRITION** is intended primarily as an elementary text for students with little background of science; it calls, however, for a breadth of understanding and interest. Perhaps its outstanding characteristic is its treatment of nutrition in general and of the individual dietary factors in terms of their contribution to human welfare. The list of suggested readings at the end of each chapter adds to the value of the book as a starting point for the study of nutrition in its more technical aspects.

**THE AMERICAN AND HIS FOOD** is the work of a historian who thinks that man's food habits are as worthy of record as his other activities and who has delved deeply into sources dating from the beginnings of the republic and including current Government reports. Food supplies and food habits in this country are shown to have been influenced by technological developments,

transportation, refrigeration, storage, and research and also by the more human elements of fashion, efforts of food reformers, and dissemination of scientific knowledge of food values. This volume presents a great deal of information in small compass and provides perspective for the understanding and evaluation of national nutrition policies.

M. M. H.

**HUMAN NUTRITION**. U. S. Department of Agriculture, Yearbook Separate No. 1668. Reprint of Part 1 of the Yearbook of Agriculture, 1939, pp. 97-402; 1075-1142. Washington, 1940. 40 cents.

Students of nutrition have turned again and again in the past year to **FOOD AND LIFE**, the 1939 Yearbook of Agriculture. It is a great convenience to have in less bulky form part 1, dealing with human nutrition, and the complete bibliography.

**THE CHANGING FRONT OF HEALTH**. Proceedings of the Eighteenth Annual Conference of the Milbank Memorial Fund, April 2 and 3, 1940, at the New York Academy of Medicine. Milbank Memorial Fund, New York, 1940. 104 pp.

As in previous years, nutrition was one of the subjects under discussion at the 1940 annual conference of the Milbank Memorial Fund. The discussion is summarized in two articles in the proceedings. Dr. Allen W. Freeman reported on the session concerned with the relation of diet and nutrition to public health, which dealt with community programs and with the professional preparation of workers in the field of nutrition. Dr. Thomas Parran summarized results obtained on the medical appraisal of the state of nutrition, after a round-table discussion on that subject.

**VITAMINS AND THEIR OCCURRENCE IN FOODS**, by Hazel E. Munsell. Reprinted from *Milbank Memorial Fund Quarterly*, Vol. 18, No. 4 (October 1940), pp. 311-344. 10 cents.

This article gives a brief and comparatively nontechnical presentation of present-day knowledge of the properties and food sources of the vitamins known or believed by most investigators to be essential to man. Methods for quantitative determination of the vitamin values of foods are described and the limitations in the significance of small differences in values are pointed



out. There is a table, expressed in units per 100 grams, of the values of common foods in vitamins A, B<sub>1</sub>, C, D, and riboflavin (G).

**FOOD VALUES OF PORTIONS COMMONLY USED**, by Anna dePlanter Bowes and Charles F. Church. Third edition revised. Philadelphia Child Health Society, Philadelphia, 1940. 31 pp. \$1; order from Anna de Planter Bowes, 311 S. Juniper St. Philadelphia.

The purpose of this booklet, published originally in 1937, is to supply data on food values of foods as they are served. It is intended for easy reference by students of medicine, dentistry, dental hygiene, and public-health nursing, but it seems to have been found useful by other professional groups and by homemakers.

**THE SCHOOL LUNCH AS A SUPPLEMENT TO THE HOME DIET OF GRADE SCHOOL CHILDREN**, by Mary Eleanor Lowther et al. *Child Development*, Vol. 11, No. 3 (September 1940), pp. 203-247.

Tests were made on 225 children in two urban communities to find from dietary records and nutritional-status measurements what should constitute a satisfactory noonday meal to supplement the morning and evening diets of children of various socioeconomic groups. The findings "clearly indicate the need for improvement in nutritional status of a considerable proportion of the children in all socioeconomic groups, with this need becoming more acute as the socioeconomic level becomes lower."

### Child Development

**A STUDY OF THE TREND OF WEIGHT IN WHITE SCHOOL CHILDREN FROM 1933 TO 1936**, by Georg Wolff, M. D. *Child Development*, Vol. 11, No. 3 (September 1940), pp. 159-180.

Based on an extensive investigation of the growth of white school children 6 to 16 years of age in Hagerstown, Md., this paper is the first of a series dealing with the pattern of growth and annual variations in the height and weight of children. The material was collected by the United States Public Health Service and is to some extent a continuation of former studies of the growth of school children of the same community published by Palmer.

### Maternal and Infant Health

**EXPECTANT MOTHERHOOD**, by Nicholas J. Eastman, M. D. Little, Brown & Co., Boston, 1940. 176 pp. \$1.25.

Written for intelligent expectant mothers, this book supplements and emphasizes the advice given by the

attending physician. The scope of the book is indicated by the chapter headings: Signs and Symptoms of Pregnancy, Growth and Development of the Fetus, Diet and Hygiene in Pregnancy, Common Discomforts and Their Treatment, Danger Signals, Preparations for the Baby, The Birth of the Baby, "Painless Childbirth," Convalescence from Childbirth, and The Newborn Baby.

Major emphasis is given to the importance of competent medical supervision throughout pregnancy, diet in pregnancy, and hygiene during pregnancy.

The author's insight into the mind of the pregnant woman is shown in his simple, concise, and accurate answers to the innumerable questions which the patient often hesitates to ask her busy physician.

E. F. D.

**SYPHILIS IN MOTHER AND CHILD**. U. S. Public Health Service, Supplement No. 7 to Venereal Disease Information, Washington, 1940. 20 pp.

Part 1 contains a discussion of syphilis in pregnant women and its diagnosis and treatment. Part 2 deals with the diagnosis of early congenital syphilis, clinical manifestations of late congenital syphilis, and the discovery, treatment, and prognosis of congenital syphilis.

### Public Health

**PUBLIC HEALTH IN NATIONAL DEFENSE**, by W. S. Leathers. *American Journal of Public Health*, Vol. 30, No. 11 (November 1940), pp. 1269-1275.

In this paper, the presidential address before the American Public Health Association at its sixty-ninth annual meeting, held in Detroit in October 1940, Dr. Leathers discusses principles and measures of concern in maintaining the public-health gains already made and in developing and stabilizing an adequate medical and public-health program in national defense. After summarizing the problem of disabling infections in the Army and Navy and the importance of immunization general sanitation, continued scientific research, and nutrition, he states:

Since the lives of children are of primary concern to the Nation even when no emergency exists, and because children are the greatest sufferers in times of stress and emergency, plans for safeguarding their welfare must have a prominent place in national defense. Serious dislocations of family life will be inevitable and will require that ample provision be made for increased medical, nutritional, and welfare services for children in all communities.

In concluding Dr. Leathers commends the present efforts of State health agencies to provide qualified personnel by a merit system.



• **CHILD WELFARE** •

• **SOCIAL SERVICES** •

• **CHILD GUIDANCE** •

## Citizen Participation in Child-Welfare-Service Programs

BY MARY S. LABAREE

*Child Welfare Division, U. S. Children's Bureau*

One of the chief problems faced by all social workers, especially by the child-welfare workers who are developing new programs of local services to children in rural areas, is that of interpreting their activities to the communities in which they work. If local public opinion does not understand or support their efforts in behalf of children the program cannot take root.

"But what is it that you do?" is one question that workers in child-welfare services meet frequently. Another is, "Just what is a child-welfare case?" and still other queries may take some form of complaint, such as, "I don't see why you help the Blanks—they're no good anyway."

It is generally conceded that good case work is the best method of interpretation, but how may knowledge of the worker's services to children be disseminated? Interpretation is a different thing from mere publicity. A variety of devices have been tried in order to establish a basis for community acceptance of the program, but of them all the most important has been the drawing in of citizens to plan programs and to consider ways and means of preventing social situations creating child-welfare problems. Dr. Carstens, the late executive director of the Child Welfare League of America, once said that participation by citizens is the best remedy for a lack of knowledge of what needs to be done. By taking part in the work, he said, citizens "get ideas both as to the complexity of the problem and as to some of the fundamentals of treatment."

One way of utilizing this citizen interest has

been through the organization of advisory committees, sometimes on a State-wide basis to give assistance in planning the entire program of child-welfare services, and sometimes as advisory groups to local child-welfare units. These committees have taken diverse forms in the several States. For instance, a group may be called to meet only once to advise on a special problem or case.

In one Arizona county this was tried in an adoption case. The county judge called together an informal group, including a probation officer, a child-welfare worker, a minister, and two county attorneys to help him decide whether to approve an adoption. The discussion was based on the worker's study of the home and on her recommendation that it be disapproved. The comments of those present made it evident that they had received a new conception of what was involved in foster-home placement of children and in legal adoption. They realized, as they had not realized before, that the child-welfare worker had a service to offer to all children in the community, and they were not slow to pass the word along. The county attorney was interested enough later to discuss adoption standards at length and to ask the child-welfare worker to make several of the adoptive-home studies that he had previously entrusted to deputy sheriffs.

Use of a similar committee was made in Kentucky when the needs of an unmarried mother who had drifted into the county seat from another State came to the attention of several individuals, churches, and welfare

agencies and resulted in great though uncoordinated activity. The child-welfare worker called the various groups together, and a thoughtful plan for the girl and her baby was finally made, based on the facts the worker had been able to obtain. From this the community saw the value of thorough investigation and of social planning in a situation of this kind. Since then similar groups have been used in that county for other problems as they have arisen.

More formally organized advisory groups with more regular duties have been found successful in other places. They offer to citizens opportunities to learn about conditions in their own communities and to participate directly in the child-welfare program. Various activities of committee members have been reported.

In Pennsylvania one county committee raised \$295, which was used for spending money and Christmas presents for 133 children under care; in another county the committee appointed a subcommittee to report on the county children's home but, as a body, was particularly concerned to protect the local program of child-welfare services by interpreting it to the new county commissioners when they took office. A delegation was sent to visit the new board soon after its election to explain the need for the services.

According to many child-welfare workers a committee may be an asset, but its organization should be attempted only when it can serve a real purpose and can be given wise leadership. To have a committee just for the sake of having one, before a community is ready for group discussion of social problems, accomplishes little. The difficulty of giving the members enough to do to maintain their interest and to keep them from attempting actual case work themselves is real, and, in the opinion of most workers, it is not the part of wisdom to undertake a formal organization of committee service without a clear plan of how it may best be utilized.

In some State programs it has been helpful to have a professional advisory committee made up of those who have a broader interest in child welfare than that bounded by one community.

In Massachusetts special recognition has been given to the importance of the collaboration of private and public agencies through the appoint-

ment of a committee that has been functioning for more than a year. It is made up of executives of the leading private child-welfare organizations in the State, and it has participated in the making of the Massachusetts plan for child-welfare services. The committee shared first in the planning of a State-wide study of public and private resources for child welfare in all its phases. Federal funds through child-welfare services were provided, and a member of the staff of a private agency was given leave of absence to make the study. On its completion the committee participated in interpreting the findings throughout the State.

Another type of State-wide committee is used in Indiana, where a representative group of nonprofessional persons have been studying with the Child Welfare Division the needs of children in the State. Subcommittees have taken over the responsibility of developing with institution and agency workers standards for children's homes and for other child-caring organizations. When these have been finally drafted they will be recommended for approval to the State Department of Public Welfare.

Local case committees made up of professional and nonprofessional members are frequently found helpful. From a better understanding of the complexity of a child's problems and of the need for many different facilities in solving them there may be evolved an educational process that reaches beyond the walls of the committee room.

In Buncombe County, N. C., the advisory committee, whose interest in local child-welfare needs had been stimulated by a survey conducted by the Asheville Community Chest, decided to begin their work by discussion of basic information on local situations made available to them. As soon as the committee members have familiarized themselves with this material they plan to divide into smaller groups for further study of ways to meet the needs not now provided for in the field of child welfare.

Pennsylvania has as part of its plan a county-wide citizens' group to act as an advisory board for child-welfare services, and it reports that participation by local citizens is slow but

steadily growing. A quotation from a report of one of the most completely rural Pennsylvania counties indicates that the county worker receives much help from her advisory board in interpreting the program:

Some of our most interested members live at considerable distance from the office. This is not a community of wealth, and our board members are practically all busy men and women who have other duties. In the summer some of them take vacations, others run small hotels or boarding houses. In the winter bad weather and icy roads interfere with travel. We feel that the poor attendance does not, however, indicate that board members are not interested. One member, who has not attended more than four meetings, has undoubtedly spread the message of the work which this office is doing to many people in her community, and we cannot doubt that she is a devoted, interested member. Another member of the board lives 28 miles from here and does not drive a car. She sometimes comes up on a milk truck earlier in the day in order to be here for the meeting. We finally decided that we should enlarge our board and have recently added seven new members whom we have chosen from among people who have said that they could and would attend the monthly meetings.

In Pennsylvania, public child-welfare services are in some counties taking over work that was begun years ago by the private Children's Aid Society of Pennsylvania and that has been conducted under private auspices ever since. In these counties the public program is benefiting from the interest in standards of work and of personnel and from the knowledge of child-welfare work that local citizens have gained as board or committee members of the private society. Also, continuity during the transition period from private to public auspices has been made possible because of the responsibility for the program felt by those who had been supporting the work for children. The willingness of these board members to lose their identity and submerge their agency in the newly developed public service to children, while at the same time using their experience and their influence as voters and taxpayers to safeguard the program under its new direction, is a fine example of the value of citizen understanding to a public child-welfare program.

## Family Living in Rural Missouri<sup>1</sup>

BY ELISABETH TUTTLE

*Child-Welfare Worker, Cape Girardeau, Mo.*

In isolated areas with a homogeneous population, such as the Ozark region of southwest Missouri, the family tree retains its full importance, even to the third twig on the fifth branch of the second limb. Each individual in the small community has a pedigree: He is not just John Jones, the tie hacker, but John Jones whose father is James A. Jones, who married Preacher Adams' second daughter; his grandfather is Peg-Leg Jones, who drinks and never was worth a cent; and none of the Joneses ever will ever be worth anything in the opinion of the community. This attitude has its positive as well as its negative side. The community may see little Johnny merely as one of the Jones tribe, but so do the Joneses. And if little Johnny gets in trouble, all the Joneses are

solidly behind him even to Great-Grandfather Peg-Leg. Cannot this strong family solidarity be an important factor in giving Johnny the feeling of "belonging"?

Child-welfare workers are likely to be most conscious of the strength of family ties when faced with the necessity of severing them. How often we find that, when a child in a family which seems on the surface to offer him nothing is placed in another home, he is dissatisfied and unhappy, because the ties to his own people are too strong and too deeply rooted for him to be successfully transplanted. Recently we talked with the 21-year-old sister of some children who were being grossly neglected. Years before, this sister had gone to live with her grandmother, and she had developed standards and ambitions higher than those of her parents. She could see all their

<sup>1</sup> Paper given at the session on Strengths in Family Life, State Conference of the Missouri Association for Social Welfare, April 13, 1940.

failings and shortcomings; her father's inability to hold a job; her mother's failure to face her responsibilities; the crowded and dirty home. In spite of all this, she begged us to persuade and help her parents to keep the younger children with them so that they can have that "family feeling." "I can't express it," she said, "but I'll always have the feeling that I missed something, because I didn't grow up with my own parents like other children."

The child-welfare worker hears so often that what Johnny needs is a "good farm home," that she sometimes wonders if this is not just a convenient way of getting Johnny out of sight. In analyzing the reasons, however, why this is frequently the recommendation, I am forced to the conclusion that there is more to it than that. For example, there was 14-year-old Charles, deserted by his mother and left with an openly hostile and despotic father. When his own home became unbearable, Charles ran away and placed himself in a "good farm home." When he was visited there the next summer all his conversation was, "You should see my calf. Dad and I milk seven cows. He's going to let me plow with the tractor when I am old enough." And so on, far beyond the visitor's knowledge of farming. Charles was getting from this much more than occupation for his idle moments and more than training in agriculture. He was participating in the very life of the family, both its business and its leisure, and he definitely felt that he belonged.

One factor in the cultural pattern of many of the Ozark communities has been an outstanding respect for a father's unlimited right to bring up his children as he sees fit. This attitude is reflected in the infrequency with which a child is brought into juvenile court. Although children in the small towns are doing many of the things that bring their city cousins before the judge, the community believes that the behavior of the children is the family's business. This is even more apparent in cases of neglect. I have many times discussed with local officials or community leaders complaints of abuse or neglect of children, so serious that in other places they would have brought about immediate court action. The local officials

would admit the evidence, agree that the children had no chance in their present environment, but, when it came to taking court action to protect the child against his own parents, they would stop short and shake their heads—"Let's just let it go."

In other communities, usually described as less backward, I have met a different type of community pressure, one which is harder to contend with. It is sometimes called "orphans' home fever." "The Jones children should be sent to an orphans' home because their father drinks; the Green children, because their mother is immoral; the Collins children, because their home is too poor and dirty." It is this which makes the child-welfare worker wonder whether that reluctance on the part of the community in the hill counties to infringe on the rights of the parent does not have possibilities of strength. If their thinking could be guided so that they might maintain their respect for the strength of family ties but see the possibilities in helping individual families, through case-work service, to a higher level of care for their children, perhaps they would not need to repeat all the mistakes of other communities. Perhaps they could skip that dark chapter in the evolution of child-welfare work when it was thought that taking a child from the city slums to a rural foster home with fresh air and sunshine would solve all his problems.

What security is there for a child on an Ozark farm—a two-room cabin, seven children, rocky soil, backbreaking work, then a drought and no crops? But security is not entirely a matter of economics. When you stop to think about it, how often have you seen, among the farmers of the Ozark section, that panic all too frequent in a city relief office among applicants who are facing no work, no light, no gas, eviction, hunger? While there are, of course, Ozark farmers who are worried and anxious for the morrow, there are certainly a great many who shrug their shoulders and say, "We'll manage somehow," although it is a secret between them and the Deity how they do so. They have seen hard times come too many times to lose their sense of proportion in hysteria.



There is, of course, a difference between stagnation and contentment, between inactivity based on hopelessness and a philosophical acceptance of limitations. But is there not in the attitude which is the butt of jokes about the "hillbilly" an element of acceptance of life and of other persons as they are? Social workers may talk glibly about acceptance but may not be too sympathetic with an attitude that does not result in action. Occasionally, however, they recognize in an individual, perhaps a merchant at a crossroads store, a rural teacher who has lived in the hills for years, or one of

those many persons who have come into the Ozarks from "outside" seeking peace and quiet, a philosophical acceptance of life and of human frailties, which constitutes strength. Perhaps workers would do well to weigh values more carefully before trying to push rural clients into that fast pace of competition and ambition, which in their own weaker or wiser moments they bemoan. Perhaps this, which has been considered one of the major problems in the Ozarks, has in it an element of value that should be recognized and respected rather than jerked out by the roots.

## "Guest Children" From Europe and Their Care

*Questions and Answers* The United States Committee for the Care of European Children has issued a pamphlet, *How Can I Help, Questions and Answers*, dealing with 53 inquiries most frequently received in regard to applying for child evacuees from European countries and the responsibilities involved in their care.

*U. S. Committee for the Care of European Children, 215 Fourth Ave., New York, September 1940.*

*Children in Exile* Geraldine Pederson Krag, M. D., is the author of a booklet, *Children in Exile*, issued by the Child Welfare League of America, at the request of the United States Committee for the Care of European Children, to give foster parents of children from other countries an understanding of the special difficulties with which they may have to deal. These involve conflict of ideas, hostilities, and loyalties and the results of these conflicts. Although written primarily for foster parents who have taken European children into their homes, the pamphlet has applicability for any foster parent.

*Child Welfare League of America, 130 East Twenty-second St., New York, December 1940.*

*Family Case Work Services for Refugees* The Family Welfare Association of America has published a booklet, *Family Case Work Services for Refugees*, to meet questions arising from the increased responsibilities of case-work agencies in connection with refugees from Europe. It contains articles by Joseph E. Beck, Florence Nesbitt, and Helen Wallerstein, with a foreword by Maurine La Barre.

*Family Welfare Association of America, 122 East Twenty-second St., New York, 1941. 30 pp., 40 cents.*

*British Quaker Children* To facilitate the reception of Quaker children from England by American Friends who are ready to guarantee their support, the American Friends Service Committee has issued *Information Concerning the Placement and Care of British Quaker Children as Bulletin No. 1*, in cooperation with the United States Committee for the Care of European Children. This outlines the procedure to be followed by Friends in America who wish to provide homes for English Quaker children through the plan of the committee.

*American Friends Service Committee, 20 South Twelfth St., Philadelphia, July 1940.*

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*People Without a Country* A special section in the *Survey Graphic* for November 1940 contains a group of articles dealing with the successive waves of refugees from Europe (In Europe: Why, Where, Who—the Refugees? by John F. Rich); with their experiences in this country (In the United States: The Refugees Here, by Gerhart Saenger); and with possibilities for resettling refugees in China, Siberia, the Philippines,

Palestine, Africa, Australia, Canada, Alaska, Mexico, South America, and Central America (Elsewhere: Atlas of Hope, by Bruno Lasker). It also contains a directory of national agencies in the United States dealing with refugee problems. Reprints of this section are available at 10 cents under the title "People Without a Country" from the Survey Associates, 112 East Nineteenth Street, New York.

### BOOK NOTES

*National Conference of Social Work* The 59 papers included in this volume were selected from among those read at the annual meeting of the National Conference of Social Work in Grand Rapids, Mich., May 26–June 1, 1940. They reflect the background of conspicuous international events against which they were presented. Part 1 contains papers on Social Objectives in a Time of World Crisis; part 2, Areas of Social Work Concern; and part 3, Social Work Practice. (Proceedings of the National Conference of Social Work, Columbia University Press, New York, 1940. 736 pp. \$3.)

*National Conference of Jewish Social Welfare* "A Record of Communal Trends and Developments" is the general title of the proceedings of the National Conference of Jewish Social Welfare, including joint sessions with the National Council for Jewish Education and the National Association of Jewish Center Executives at the annual sessions, Pittsburgh, Pa., May 21–26, 1940. The papers included in the published proceedings contained in the *Jewish Social Service Quarterly* for September 1940 (Vol. 17, No. 1) constitute only about half of the actual proceedings of the sessions.

*National Congress of Parents and Teachers* In explaining the convention theme, "And the pursuit of happiness," Mrs. J. K. Petten-gill, president of the National Congress of Parents and Teachers, stated that "life" and "liberty" had been the

subject of consideration at two previous conferences.

The proceedings of this, the forty-fourth annual convention, held in Omaha, Nebr., May 6–9, 1940, include addresses and panel discussions, national officers, and committee conferences, reports of national chairmen, special reports, reports of State presidents, and records and information. (Proceedings, Forty-fourth Annual Convention, National Congress of Parents and Teachers, 600 S. Michigan Blvd., Chicago, 1940. 372 pp.)

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*THE STEPFATHER IN THE FAMILY*, by Adele Stuart Meriam. University of Chicago Press, Chicago, 1940. 158 pp. \$1. Processed.

In the editor's preface Sophonisba P. Breckinridge states that little attention has been given in legislation to the responsibility of a stepfather. It is hoped, therefore, that this study will bring out into clear relief differences between the judicial and the administrative attitude on this problem and clarify situations that should be dealt with in nonsupport laws having to do with the maintenance of young children.

Miss Meriam found that the stepfather is the "forgotten man" in the law library, having been given a place in the statutes of only 6 States. The principles found in the decisions of the State courts regarding the legal position of the stepfather form the major part of the study. One hundred and five cases are considered, covering 31 States and a period ranging from 1790 to 1939.

Chapter headings include: The problem of the stepfather; the stepfather as a stranger; the in loco parentis relationship; special features of the relationship between stepfather and stepchild; termination of an in loco parentis relationship; the stepfather as guardian; statutory provisions; the stepfather under the Social Security Act; conclusion.

M. M.

• **CHILD LABOR** •

• **YOUTH EMPLOYMENT** •

• **VOCATIONAL OPPORTUNITIES** •

## Progress in the Administration of State Child-Labor Laws

BY LOUISE Q. BLODGETT

*Regional Consultant, Industrial Division, U. S. Children's Bureau*

In the November-December 1940 issue of *The Child* there appeared a summary of the advances made in child-labor legislation in 1940. It may be interesting to hear about the experience of one State after the first 3 months under a new child-labor law.

New Jersey's law, which went into effect on September 1, 1940, contains detailed provision for the issuance of employment and age certificates by local school officials under the supervision of the State Department of Labor and the State Department of Public Instruction. The forms for the certificates and all necessary papers are furnished by the State Department of Public Instruction and distributed to the local issuing officers together with instructions for their use in accordance with the State child-labor law. The certificate form is printed in triplicate and the issuing officer is required to send a copy of every certificate issued to the State Department of Labor for examination. With the copy of the certificate must also be sent the papers upon which the certificate was granted; namely, the evidence of age, the promise of employment, the physician's certificate of physical fitness and, when required, the school record. In addition to these provisions for State supervision, the law sets forth the exact procedure to be followed in issuing certificates for employment. Thus, by providing for a good certification system, the law assured at the

outset one effective method of enforcement which could be put into immediate operation.

The new law got off to an excellent start when the State Department of Public Instruction printed new certificate forms and instructions and had these in the hands of the issuing officers before the law actually became effective. The Bureau for Women and Children of the State Department of Labor was ready to examine the duplicate certificates and accompanying papers for compliance with standards set forth in the new law. Thus the way was prepared for adequate State supervision. New Jersey has 354 school districts authorized to issue certificates. The difficulty of instructing local school officials on proper issuance procedure under a new law and in accordance with uniform standards may easily be imagined. Since the appropriation for enforcement of the law by child-labor inspectors was not made until after the act had been in effect for nearly 4 months, the enforcement during these early months was largely dependent upon the certification system.

An analysis of the duplicate certificates which came to the Bureau for Women and Children in the State Department of Labor shows that about 11,000 employment and age certificates were issued by local school officials from September 1 to December 1, 1940, and that 917 of these certificates contained irregularities showing that they had not been issued in accordance

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with the child-labor law.<sup>1</sup> After all certificates and accompanying papers were carefully examined in the office of the Bureau for Women and Children these 917 certificates were returned to the issuing officers as unapproved, with instructions that certain certificates issued contrary to the new law should be canceled, and that others should be corrected or followed up for more complete information. Thus it was possible, through careful administration of the certification provisions, to make a prompt check-up on compliance with the new child-labor law, for more than 11,000 minors who applied for certificates for employment.

A further advantage gained by having such a system of State supervision whereby certificates are approved or rejected in the State office is that it makes possible a uniform interpretation of the State law, with the Attorney General's office readily available for rulings on difficult points and one central authority to whom employers, the public, and issuing officers can turn for information.

The Department of Public Instruction at the outset of the program called conferences in

several industrial counties for issuing officers, members of State and local chambers of commerce, personnel managers of industrial concerns, and other interested persons. At these meetings the provisions of the law were discussed and questions were answered. The Bureau for Women and Children of the State Department of Labor has continued this educational work in connection with the new law in all parts of the State, through its correspondence with local issuing officers in regard to the irregularities found on the certificates.

The certification system is an effective means of forestalling illegal employment of minors who apply to the issuing office for certificates, but completely effective administration of any child-labor law is possible only when the two strong arms of the enforcement machinery—certification and inspection—function equally well. Since the substantial appropriation for the remainder of the fiscal year was made to the State Department of Labor for the enforcement of the child-labor law, inspectors have been appointed and are being trained for work in the field, looking especially to the possible trouble spots in street trades and agriculture. It is hoped, therefore, that a thorough drive for compliance will soon be under way.

<sup>1</sup> Reports submitted by the Bureau for Women and Children of the New Jersey State Department of Labor.

## Fair Labor Standards Act Held Constitutional

The United States Supreme Court, on February 3, 1941, upheld by a unanimous decision the constitutionality of the Federal Fair Labor Standards Act of 1938.

The case (*United States of America v. F. W. Darby Lumber Co. and Fred W. Darby*) arose upon the prosecution by the Government of the F. W. Darby Lumber Co. for violation of the wage and hour standards of the law. The defendants challenged the validity of the act under the Commerce Clause and the Fifth and Tenth Amendments to the Constitution. The lower court had declared that manufacture is not interstate commerce and that the regulation by the Fair Labor Standards Act of wages

and hours of employment of those engaged in the manufacture of goods which will be sold in interstate commerce is not within the congressional power to regulate interstate commerce. The Supreme Court reversed the finding of the lower court, holding that restrictions of the Fair Labor Standards Act are well within the field of congressional control under the Commerce Clause.

In reaching its conclusion the Court specifically overruled the case of *Hammer v. Dagenhart* (247 U. S. 251), which had declared unconstitutional the first Federal child-labor law, passed in 1916, as beyond the power of Congress to regulate interstate commerce.

## Technical Advisory Committees

The Technical Advisory Committees for the Children's Bureau on the Hazards of Logging and Sawmilling and on the Hazards of Woodworking-Machine Employments met during February to discuss the findings of the Bureau's preliminary investigations in these fields and the drafting of orders for issuance under the Fair Labor Standards Act applying the 18-year minimum-age standard.

These two committees have been divided into eastern and western sections as the Western States are a very important producing area for lumber and lumber products. The western section of the Technical Advisory Committee on Hazards of Logging and Sawmilling met in Portland, Oreg., on February 4, 1941, and the eastern section of the committee met in Washington, D. C., on December 13, 1940. The western section of the Technical Advisory Committee on Woodworking-Machine Employments met in Portland on February 5 and the eastern section of this committee, in Washington on February 18.

## Defense and Vocational Guidance

A joint conference on defense and vocational guidance met in Washington, D. C., November 8 and 9 at the call of Harry A. Jager, Chief, Occupational Information and Guidance Service, United States Office of Education, and Mary P. Corre, president, National Vocational Guidance Association. Some 50 persons participated in the conference for the purpose of outlining constructive ways in which vocational guidance may be of service in the present situation.

As reported by Ralph B. Kenney in *Occupations* for January 1941 (Vol. 19, No. 4) under the title, "Our Share in National Defense—the Washington Conference," the delegates voted that a committee be appointed to explore

the broad areas discussed and to formulate recommendations. The areas that the committee is directed to explore are given as follows:

1. How can the vocational-guidance services of the secondary schools of the country be of greatest assistance in this emergency, and what special helps and materials will they need?

2. How should the curriculum better reflect the needs of the community (shown by community occupational surveys) and the needs of students (shown by follow-up studies)? At the same time how may an overemphasis on a narrow type of vocational training be prevented by an awareness of the need for continued educational opportunities?

3. How may maximum cooperation be secured among the many community agencies, e. g., schools, public employment service, and so forth?

4. How can communities provide the necessary number of vocational counselors?

5. How may the best services of all groups be utilized, including women and girls? such minority groups as Negroes, and others?

6. What constructive activities may communities now be encouraged to initiate to help lessen the severity of the problems that may arise when this period of heightened industrial activity has ended?

7. How can occupational information related to defense industries be made available for classes in occupations and counseling in the school?

## "Raising a President" Begins Second Series

Children in migrant families, sharecropper families, in families in defense areas, children in the North, South, East, and West of the United States will share the spotlight in the second series of the radio program, "Raising a President," presented by the Children's Bureau.

The first 13 programs, which began in October 1940, were concerned with various aspects of food and nutrition. The second series, planned for greater variety and wider scope, began on January 29 and will be heard each Wednesday until April 30 over the blue network, National Broadcasting Co., at 2 p. m., Eastern standard time.



## BOOK NOTES

*Publications of Government Agencies*

**Labor legislation** The following publications in the field of labor legislation have been issued by the Division of Labor Standards of the United States Department of Labor:

**HANDBOOK OF FEDERAL LABOR LEGISLATION.** Bulletin No. 39, Part 1, Washington, 1940. 86 pp. This handbook is intended to supply information for workers, union representatives, and Government agencies as to labor standards on Government contract work and work financed by the United States. Prepared in loose-leaf form, it is arranged by statutes, giving the labor provisions of each law and the Government agency charged with administration. Other parts will deal with the Wagner Labor Relations Act, the Fair Labor Standards Act, and the Railway Labor Act.

**DIGEST OF STATE AND FEDERAL LABOR LEGISLATION ENACTED JULY 1, 1939, TO JULY 1, 1940.** Bulletin No. 40, Washington, 1940. 14 pp. Labor laws enacted by the Seventy-sixth Congress and the eight State legislatures that met in regular session are included.

**RECENT PROGRESS IN STATE LABOR LEGISLATION.** Bulletin No. 42, Washington, 1940. 30 pp. This pamphlet presents the report of the Secretary of Labor to the Seventh National Conference on Labor Legislation, which met in Washington, December 9-11, 1940.

**REPORTS OF COMMITTEES AND RESOLUTIONS ADOPTED BY SEVENTH NATIONAL CONFERENCE ON LABOR LEGISLATION, DECEMBER 9, 10, AND 11, 1940.** Bulletin No. 45-A, 1941. 26 pp.

**National defense** Publications bearing on national defense issued by the United States Department of Labor include the following:

**WORKERS AND NATIONAL DEFENSE.** U. S. Department of Labor, Washington, 1940. 15 pp. This is a leaflet for popular distribution explaining the national-defense program.

**CONSERVING MANPOWER IN DEFENSE INDUSTRIES.** Division of Labor Standards Special Bulletin No. 4, Washington, 1940. 7 pp. A plan for pooling safety services is outlined in this folder by the National Committee for the Conservation of Manpower in Defense Industries.

**OUT OF CRISIS, OPPORTUNITY; APPRENTICESHIP IN A LONG-RANGE DEFENSE PROGRAM.** Federal Committee on Apprenticeship, Washington, 1940. 27 pp. This bulletin outlines procedures for starting apprenticeship programs, suggests training standards, and offers the technical assistance of government in expanding apprenticeship training.

**Department of Agriculture** Of special interest in connection with rural and village problems and conditions are the following publications of the United States Department of Agriculture:

**THE OUTLOOK FOR FARM FAMILY LIVING IN 1941.** U. S. Department of Agriculture, Bureau of Home Economics, Washington, October 1940. 45 pp. Mimeographed. This report was prepared for the Agricultural and Farm Family Living Outlook Conference.

**1941 AGRICULTURAL OUTLOOK CHARTS.** U. S. Department of Agriculture, Bureau of Home Economics and Agricultural Economics, Washington, 1940. 33 pp. Processed.

**FAMILY INCOME AND EXPENDITURES,** by Dorothy Brady, Day Monroe, Gertrude Schmidt Weiss, and Thelma Dreis. U. S. Department of Agriculture Miscellaneous Publication No. 375, Washington, 1940. 389 pp. This publication was prepared by members of the staff of the Bureau of Home Economics in cooperation with the Work Projects Administration. It is part 1 of a series of consumer-purchases studies in small city and village families and covers only the southeastern region of the United States.

**WPA reports** From the Work Projects Administration have been received a number of reports most of which are concerned with employment and unemployment problems of low-paid workers:

**FAMILY UNEMPLOYMENT; AN ANALYSIS OF UNEMPLOYMENT IN TERMS OF FAMILY UNITS,** by Don D. Humphrey. Work Projects Administration, Washington, 1940. 144 pp. The significance of individual unemployment is analyzed here in terms of family organization.

**THE PLANTATION SOUTH 1934-1937,** by William C. Holley, Ellen Winston, and T. J. Woofter, Jr. Work Projects Administration Research Monograph 22, Washington, 1940. 124 pp. This monograph points out the rapid changes in plantation organization and operation which have taken place in the southeastern part of the United States in the years covered by the study.

**THE PLANTATION SOUTH TODAY,** by T. J. Woofter, Jr., and A. E. Fisher. Work Projects Administration Social Problems Series No. 5, Washington, 1940. 27 pp. A less technical presentation of the material in *The Plantation South 1934-1937*.



THE PECAN SHELLERS OF SAN ANTONIO, by Selden C. Menefee and Orin C. Cassmore. Work Projects Administration, Washington, 1940. 82 pp. This is a discussion of the problem of underpaid and unemployed Mexican labor in the pecan industry of San Antonio.

### Youth

THE YOUTH OF NEW YORK CITY, by Nettie Pauline McGill and Ellen Nathalie Matthews. Macmillan Co., New York, 1940. 420 pp. \$3.50.

Interviews with more than 9,000 young New Yorkers, representing a 1-percent sample of the population of New York City 16 and under 25 years of age in 1935, formed the basis of this study, carried on by the staff of the Research Bureau of the Welfare Council of New York City with the assistance of State and city work-relief authorities and the Works Progress Administration. The study covers the educational and employment status and history and the educational, vocational, and avocational activities and interests of these young people, the emphasis being on normal youth in normal life situations. Many of the findings have been published separately, but the sections on the leisure-time interests of young people appear for the first time in this volume.

Fifteen percent of the youth were living in households that were receiving relief; the head of the family was employed in three-fifths of the parental homes in which

youth lived; and only one-half of the young people who wished work were actually employed.

Of the 16- and 17-year-olds about 64 percent were in school, 9 percent were employed, and 23 percent were looking for work.

The report points out that:

Young workers have not been getting their proportionate share even of such jobs as have been available. Moreover, unable to get experience without work, unable to get work without experience, youth has a unique class of potential unemployables. All kinds and all types of young workers have been affected. Once so certain of a place in the economic system, many high-school and college graduates are finding it impossible to get a foothold.

In regard to the use of leisure time it was found that most of these city youth, especially after they leave school, spend their leisure largely in the narrow routine of reading newspapers and magazines, listening to the radio, and going to motion pictures. Greater opportunities for organized games and athletics, for swimming, camping, and dancing were among the most frequently expressed wants. The report concludes with this paragraph:

Perhaps more than anything else, if more abundant life for all youth is to receive the support of public opinion, youth needs to have kept before the community the fact that almost all wholesome and constructive recreation is now out of reach of all except the few.

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## • EVENTS OF CURRENT INTEREST •

### New Publications Available From the Children's Bureau

CHILD-WELFARE SERVICES UNDER THE SOCIAL SECURITY ACT is a bulletin of 82 pages covering the development of the program for child-welfare services in the years 1936-38. In addition to a general review of accomplishments and reports on current reporting on child-welfare services and on the training of workers it contains a brief summary of the program in each State. (Bureau Publication No. 257. Washington, 1940.)

GRANTS TO STATES FOR MATERNAL AND CHILD WELFARE (Maternal and Child Welfare Bulletin No. 1) has been revised on the basis of the Social Security Act amendments of 1939. The revised edition (Bureau Publication No. 253, Washington, 1940) gives the apportionment of funds for the fiscal year 1941 to the States for maternal and child-health services, services for crippled children, and child-welfare services, and a list of State agencies administering these services as of August 1, 1940.

Five reprints from the *Annals of the American Academy of Political and Social Science* for November 1940 are available from the Children's Bureau while the supply lasts:

CHILD WELFARE, 1930-40, by Katharine F. Lenroot.

FOUR MILESTONES OF PROGRESS, by Homer Folks.

PROGRESS IN SAVING MATERNAL AND CHILD LIFE, by Richard Arthur Bolt.

CHANGING CARE OF CHILDREN BORN OUT OF WEDLOCK, by Agnes K. Hanna.

CHILD WELFARE WORK IN RURAL COMMUNITIES, by Mary Irene Atkinson.

Two separates from the Preliminary Statements Submitted to the White House Conference on Children

in a Democracy, January 18-20, 1940, Washington, D. C., have been issued and can be obtained from the Children's Bureau on request. These are:

HEALTH AND MEDICAL CARE FOR CHILDREN.  
SOCIAL SERVICES FOR CHILDREN.

Single copies of the following reprints from current periodicals are obtainable from the Children's Bureau while the supply lasts:

STANDARDS FOR CARE OF NEWBORN AND PREMATURE INFANTS IN HOSPITALS, by Marion M. Crane, M. D. *Hospitals*, December 1940.

VITAMIN K IN OBSTETRICS; A REVIEW OF ONE YEAR'S EXPERIENCE, by L. M. Hellman, L. B. Shettles, and N. J. Eastman. *American Journal of Obstetrics and Gynecology*, Vol. 40, No. 5 (November 1940).

CHILD WELFARE SERVICES—OUR FIRST LINE OF DEFENSE. *Social Service Review*, Vol. 14, No. 4 (December 1940).

Additional folders now available for distribution in the series issued in connection with the Children's Bureau series of radio programs, *Raising a President*, are as follows:

YOUR CHILD'S SLEEP. Folder 11.

YOUR CHILDREN'S FOOD AND THE FAMILY POCKETBOOK. Folder 24.

SUBSTITUTES FOR THE SUN. Folder 25.

Also available from the Children's Bureau is *Eat the Right Food To Help Keep You Fit*, a folder issued by the Bureau of Home Economics, United States Department of Agriculture, with the cooperation of the Children's Bureau, United States Department of Labor, and the Office of Education and the Public Health Service, Federal Security Agency.

### University of North Carolina Gives Course for South Americans

A group of 85 students, teachers, and professional men and women from Chile, Peru, Ecuador, and Colombia arrived in New York, Monday, January 13, 1941, to attend the special winter session of the University of North Carolina, organized for South Americans. This is the first time that an American university has

arranged for a 6-week session devoted to courses and work of specific interest to persons from the other American Republics.

This large group includes university students, professors, architects, physicians, lawyers, literary men, and statesmen.

(Official statement of Department of State.)

**CONFERENCE CALENDAR**

- Mar. 27-29 American Academy of Pediatrics. Meeting of Region 1, New Haven, Conn.  
Mar. 28-29 American Association for Social Security. New York, N. Y.  
Mar 31- American Eugenics Society. Fifteenth annual meeting, New York, N. Y. In-  
Apr. 1 formation: Rudolf C. Bertheau, Secretary, RKO Building, Rockefeller Center,  
New York.  
Apr. 4-5 American Academy of Political and Social Science. Philadelphia, Pa.  
Apr. 8-10 Conference on the Conservation of Marriage and the Family. Seventh annual  
conference, University of North Carolina and Duke University.  
Apr. 16-19 National Association of Housing Officials. Cincinnati, Ohio.  
Apr. 17-19 Child Welfare League of America. Midwest regional conference, Chicago, Ill.  
Apr. 21-25 American College of Physicians. Twenty-fifth annual session, Boston, Mass.  
Apr. 29 Conference of State and Territorial Health Officers with the United States Public  
Health Service, Washington, D. C.  
Apr. 30 Conference of State and Territorial Health Officers with the Children's Bureau,  
Washington, D. C.  
Apr. 30- National Education Association. Department of Health, Physical Education, and  
May 3 Recreation. Atlantic City, N. J.  
May 5-8 National Tuberculosis Association. Annual meeting, San Antonio, Tex.  
May 5-9 American Association of University Women. National biennial convention,  
Cincinnati, Ohio.  
May 11-14 American Society of Planning Officials. National conference on planning, Phila-  
delphia, Pa.  
May 19-22 National Congress of Parents and Teachers. National convention, Boston, Mass.  
May 19-24 General Federation of Women's Clubs. Golden jubilee triennial convention,  
Atlantic City, N. J.  
May 22-24 American Pediatric Society. Hot Springs, Va.  
May 29-31 National Probation Association. Annual conference, Boston, Mass.  
May 30-31 American Heart Association. Scientific meeting, Cleveland, Ohio.  
May 30-31 American Association of Social Workers. Delegate conference, Atlantic City, N. J.  
May 31- Community Chests and Councils, Inc. Atlantic City, N. J.  
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June 1-7 National Conference of Social Work. Sixty-eighth annual session, Atlantic City,  
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